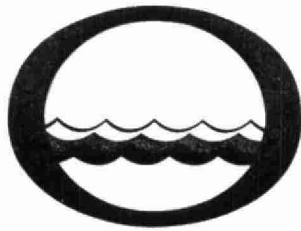


STANDARDS DEVELOPMENT BRANCH OMOE
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Water management in Ontario

**THE REPORT ON
REGIONALIZATION OF THE
ONTARIO WATER RESOURCES COMMISSION**



OCT 15/71

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REPORT ON

REGIONALIZATION

OF THE

ONTARIO WATER RESOURCES COMMISSION

October 15, 1970

THIS REPORT WAS PREPARED BY A
COMMITTEE ESTABLISHED BY THE
GENERAL MANAGER COMPRISING THE
FOLLOWING DIVISION DIRECTORS:

J. R. Barr, Chairman -
Division of Sanitary Engineering
D. P. Caplice -
Division of Industrial Wastes
D. A. McTavish -
Division of Plant Operations
J. H. Neil -
Division of Laboratories
K. E. Symons -
Division of Water Resources

THE COMMITTEE WAS ASSISTED BY THE
FOLLOWING MEMBERS OF STAFF:

H. A. Clarke - Division of
Industrial Wastes
G. H. Kay - Division of
Sanitary Engineering
R. Phoenix - Division of
Industrial Wastes

In accordance with the decision that was made at the meeting on regional offices, held on September 2, 1970, a committee was established by the General Manager comprising the directors of the divisions of Industrial Wastes, Laboratories, Plant Operations, Sanitary Engineering, and Water Resources, and assisted by other divisional representatives to study and report on regional offices and regionalization of the OWRC.

TERMS OF REFERENCE

Specific terms of reference were given to the committee and are stated as follows:

1. To establish common district or regional boundaries with associated regional and sub-office locations.
2. To establish a schedule of occupancy of the regional and sub-office locations.
3. To establish the staffing requirements by the various divisions.
4. To base considerations on the existing OWRC organizational structure.
5. To base considerations on existing and committed regional and sub-offices.
6. To submit a full report to the General Manager not later than October 15, 1970.

In addition to these terms of reference, the committee examined other related aspects of a decentralized organization and has included its observations and conclusions on these matters in the report.

ASSUMPTIONS

A degree of decentralization or regionalization has been in effect in the OWRC for three years. With the establishment of regional offices in Kingston (1967), London (1968), Thunder Bay (1968), and Sault Ste. Marie (1970), and sub-office locations at Sudbury (1969), Samia (1970), Galt (1970), Peterborough (1970); it was necessary to consider these facts in examining the continuing process of decentralization.

A five-year period has been selected in which the conclusions of this report are considered to be valid recognizing that a re-assessment of the regional plan should be made before 1975.

It has been assumed that complete decentralization of the divisional field programmes will not occur until some time beyond the five-year period.

REGIONS AND REGIONAL BOUNDARIES

The need for establishing common regions and boundaries in the OWRC has been well recognized for some time. At present, the various divisions have selected independently, districts in which the

respective work-loads have been divided. Generally, districts have been formed with minor variations in the boundaries.

It has been acknowledged by most divisions that district boundaries should, for the most part, adhere to the watersheds, and the new regional plan has been based on this principle.

Comparison was made with other provincial departments and agencies, including Lands & Forests, Municipal Affairs, Highways, Public Works, Ontario Hospital Services Commission, the Hydro Electric Power Commission, and the Ontario Provincial Police. It was concluded that each agency has decentralized its operation in accordance with its specific functional needs and that there is generally no uniformity in districts among the various departments.

Accordingly, it was concluded that the regional plan, comprising six regions, be adopted as listed on page 4. In addition, it was decided that the regions should be identified by appropriate geographic descriptions.

REGIONS AND REGIONAL OFFICE LOCATIONS

The six regions are shown on the attached map and are described as follows with the regional office locations shown in brackets:

- (1) South-western region (London) Counties of Essex, Kent, Lambton, Elgin, Middlesex, Oxford, Perth, and Huron
- (2) Mid-western region (Toronto) Counties of Norfolk, Haldimand, Niagara, Brant, Wentworth, Waterloo, Wellington, Dufferin, Bruce, and Grey
- (3) Central region (Toronto) Counties of Halton, Peel, Metro Toronto, York, Ontario, Simcoe, and Muskoka
- (4) Eastern region (Kingston) Counties of Victoria, Peterborough Northumberland & Durham, Haliburton, Hastings, Prince Edward, Lennox & Addington, Frontenac, Lanark, Leeds & Grenville, Stormont, Dundas & Glengarry, Ottawa-Carleton, Prescott & Russell, and Renfrew
- (5) North-central region (Sault Ste. Marie) Districts of Cochrane, Algoma, Sudbury, Timiskaming, Manitoulin, Nipissing, and Parry Sound
- (6) North-western region (Thunder Bay) Districts of Thunder Bay, Rainy River, and Kenora

DISTRICT OFFICES

With the division of the province into six regions, it was decided that any further sub-division of a region into smaller geographic units should be defined as districts. Accordingly, the following listing is given of district office locations, some of which have been established or are imminent, with the remainder being proposed for the future.

Anticipated dates of occupancy are shown after each location.

No attempt has been made at this time to define district boundaries within the region since it is felt that this would be premature.

- | | | |
|-----|--|---|
| (1) | South-western region (London) | <ul style="list-style-type: none"> - Sarnia - 1970 - Windsor - 1971 - Chatham - 1972 |
| (2) | Mid-western region (Toronto) | <ul style="list-style-type: none"> - Galt - 1970 - St. Catharines - 1973 - Owen Sound - 1975 |
| (3) | Central region (Toronto) | <ul style="list-style-type: none"> - Gravenhurst - 1975 - Barrie - 1975 |
| (4) | Eastern region (Kingston) | <ul style="list-style-type: none"> - Peterborough - 1970 - Ottawa - 1971 |
| (5) | North-central region
(Sault Ste. Marie) | <ul style="list-style-type: none"> - Sudbury - 1969 - Timmins - 1972 - North Bay - 1972 |
| (6) | North-western region
(Thunder Bay) | <ul style="list-style-type: none"> - Kenora - 1971 |

REGIONAL OFFICE FACILITIES

It was concluded that the effectiveness of the OWRC in the region can be markedly improved by the consolidation of field office and laboratory facilities, similar to the existing accommodation at Thunder Bay and the proposed consolidation of the facilities at London.

In addition, it is felt that the field programmes should be supported by laboratory services at each of the regional locations. Accordingly, the following table indicates the consolidation of accommodation and the provision of laboratory facilities at the existing regional offices together with a proposed schedule of implementation.

Table I

Central Region (Toronto)	1970-71	Laboratory Expansion
South-western Region (London)	1971-72	Consolidation
Eastern Region (Kingston)	1972-73	Laboratory
North-western Region (Thunder Bay)	1973-74	Expansion
North-central Region (S. S. Marie)	1974-75	Laboratory

It should be noted that no provision has been made for the consolidation of the field and laboratory facilities at the regional location (Toronto laboratory) for the Central and Mid-western regions within the five-year period. To some extent, this is dependent on the need for establishment of a regional office geographically situated in the Mid-western region.

COMPLEMENT REQUIREMENTS

(a) Regional Offices

It is recognized that the regional offices of the future, which are generally strategically situated within the region, should form a nucleus of a decentralized organization. The field programmes of the divisions of Industrial Wastes and Sanitary Engineering, the analytical services of the Division of Laboratories, and to a limited extent, the activities of the divisions of Plant Operations and Water Resources, have already been functioning from existing regional offices. In view of the effectiveness of these operations to date and the recognition that improvement in the degree of services will be required in the future, it was concluded that staffing of the regional offices should be continued to provide an "in-depth" service.

It is concluded that the re-location of personnel to the regional and district offices be implemented in accordance with the schedule shown in Table II.

(b) District Offices

It is felt that the continued decentralization of the regional structure by the establishment of district offices within the region would reduce the effectiveness of the overall regional plan initially.

It was concluded that limited staffing of the district offices should occur within the next five years and until such time as the complement of the regional offices has been established, before further decentralization is justified. It is intended that the programmes of the district office will be administered by the regional office.

Secondary to the regional and district descriptions, it was concluded that the titles of the senior staff in these locations should reflect the regional plan. It is recommended that the following titles be adopted by the various divisions:

Regional Biologist
Regional Hydrologist
Regional Industrial Waste Engineer
Regional Laboratory Scientist
Regional Operations Engineer
Regional Sanitary Engineer

It is not proposed to adopt a similar nomenclature in the district offices for the time-being but it is recognized that this format will most likely be followed when complete decentralization takes place.

COMPLETE DECENTRALIZATION

As has been indicated previously, the committee does not foresee complete decentralization occurring within the OWRC organization until some time after the year 1975. However, recognizing

that this report encourages the increased staffing of the regional and district offices within the next five years and anticipating that the long-term objectives of the OWRC will be best achieved by an active programme of regionalization, it is concluded that a plan be developed on the basis of a fully decentralized organization with appropriate implementation procedures to commence some time after 1975. It is recommended that a firm of management consultants be engaged by the OWRC to work in conjunction with this committee in the development of such a plan. Suggested terms of reference should include:

- (1) to evaluate the existing regional organizational structure and to consider alternatives for decentralization.
- (2) to prepare a development and implementation programme of decentralization of the head office and field programmes of the OWRC.
- (3) to assist in the revision of procedures to ensure compatibility of head office and regional office policies.
- (4) to examine and revise as necessary, the existing procedures for the transfer of complement.
- (5) to consider representation by other divisions at the regional and district offices.
- (6) to establish an appropriate communication system and common office services between the head office and field offices.

CONCLUSIONS

1. A regional plan, comprising six regions, with regional boundaries as shown on the attached plan be adopted by the Commission.
2. Geographic descriptions of each region be adopted as follows:
 - South-western region (London)
 - Mid-western region (Toronto)
 - Central region (Toronto)
 - Eastern region (Kingston)
 - North-central region (Sault Ste. Marie)
 - North-western region (Thunder Bay)
3. The complement requirements of regional office locations should be satisfied before there is any further decentralization within the region.
4. The titles of senior staff of the regions be revised to reflect the OWRC regional structure.
5. The re-location of personnel be implemented in accordance with the schedule shown in Table II.
6. Regional office consolidation and expansion be implemented in accordance with the schedule shown in Table I.
7. A firm of management consultants be engaged by the OWRC to develop a comprehensive plan of regionalization.

TABLE II

REGIONAL AND DISTRICT OFFICES SHOWING
EXISTING AND FUTURE COMPLEMENT BY DIVISION

	1970					1971					1972					1973					1974					1975					TOTAL COMPLEMENT
	I.W.	L.	P.O.	S.E.	W.R.	I.W.	L.	P.O.	S.E.	W.R.	I.W.	L.	P.O.	S.E.	W.R.	I.W.	L.	P.O.	S.E.	W.R.	I.W.	L.	P.O.	S.E.	W.R.	I.W.	L.	P.O.	S.E.	W.R.	
REGION 1																															
LONDON	2	11	3	4	1	3	12	3	7	3	3	14	3	6	4	3	15	3	6	5	3	17	3	6	5	3	17	3	6	5	34
CHATHAM																															3
SARNIA	1					2					2					2					2					2					3
WINDSOR	1					1					1					1					1					1					2
2																															
GALT																															
OWEN SOUND																															
ST. CATHARINES																															
3																															
BARRIE																															
GRAVENHURST																															
4																															
KINGSTON	2	2	1	6	1	3	2	4	5	2	3	5	4	5	2	3	5	4	5	2	3	8	4	5	3	3	8	4	5	2	23
OTTAWA																															
PETERBOROUGH	1					1			1		1			1		1			1		1			2	1	2		2	1		4
5																															
SAULT STE. MARIE	1	2		3	1	4			3		1	4		3		1	4		3		1	7		3		1	7		3		11
SUDBURY	1			1	1	3			1		3			2		3			2		3			1		3		2		1	6
TIMMINS																															
NORTH BAY																															
6																															
THUNDER BAY	3	5		4	3	6			4		3	7		4		3	8		4		3	11		4		3	11		4		19
KENORA																															

TOTAL COMPLEMENT BY DIVISION TO 1975 -

LEGEND:

I.W. - 22 INDUSTRIAL WASTES
 L. - 43 LABORATORIES
 P.O. - 14 PLANT OPERATIONS
 S.E. - 37 SANITARY ENGINEERING
 W.R. - 12 WATER RESOURCES

